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ABSTRACT

Since 1972-73, the dean of student services at Harrisburg Area Community College has been subordinate to the vice-president for educational services and equal in rank to academic division chairmen, who bypassed him and reported directly to the vice-president on matters concerning counseling services in their divisions. In an effort to contribute to the administrative reorganization proposed for 1975-76, the author reviewed recent literature concerning administrative organization and examined the organizational charts of 50 community colleges (37 in Illinois and 13 in Pennsylvania) to determine the most common pattern of relationships between chief student personnel officers and other chief administrators. In at least 75 percent of the 50 institutions studied, the dean of student services reports directly to the president of the college. In only one institution is the dean of student services placed on the same level as academic division chairmen. The author recommends equal status for the deans of student services, academic affairs, and administration/business and advocates the elimination of vice-presidents placed between the president and these three deans. Organizational charts are included. (DC)

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The Relationship of the Dean of Student Services to the Administrative Organization of Harrisburg Area Community College

by

Jay F. Ebersole

Harrisburg Area Community College

A PAPER PRESENTED IN PARTIAL FULFILLMENT OF THE REQUIREMENTS FOR THE DEGREE OF DOCTOR OF EDUCATION

Nova University

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I. THE PROBLEM

The problem which this paper investigates is the relationship of the dean of student services to the administrative organization of the community college. Role anxiety studies concerning student services administration fill current literature, such as NASPA journals, containing articles too numerous to detail. However, this paper does not examine the function of student services administrative personnel, but rather the relationship of the chief student personnel administrator to the other chief administrators in the organizational structure of the community college. The question here is not who should be the dean and what does he/she do. Rather, this paper studies the status of the office of the dean of students in the governance relationships of the administrative staff of the community college. Can a shift in status as is noted in the following specific instances be generalized as occurring in community colleges of similar size across recent years?

In September 1974, Harrisburg Area Community College celebrated the tenth anniversary of its founding in 1964 as the first community college in Pennsylvania. For the first eight academic years of the institution, student services enjoyed a coordinate administrative relationship with instructional and administrative services (chart #1). Each administrative area was headed by a dean who reported directly to the president of the college.

In planning for the academic year 1972-1973, two vice-presidencies were created--one for programs and planning; the other, a promotion of the dean of administration (chart #2). Within that year, in line with personnel evaluations, all other administrative activities were grouped

under one or the other of the vice-presidents (chart #3). By this action, student services became answerable to educational services on a horizontal level with the academic division chairmen (chart #4). This altered substantially the administrative responsibility of the dean of student services for division counselors, in particular, who previously with the division chairmen reported to the dean of student services regarding counseling services. Now, in fact, division chairmen could go directly to the vice-president of educational services concerning counseling services in the academic divisions. They bypassed the dean, since he also had to go to the vice-president, to whom the division chairmen and the dean both reported directly. The division chairmen began to exercise more and more authority over the division counselors and to dilute the counseling activity with increased administrative responsibility in the division. Moreover, the dean of student services lost the direct accountability to the president, in the formal sense; however, he was able to maintain informal access to the president.

During the academic year 1973-1974, the dean of student services, the author of this paper, questioned the change in administrative organization as it affected the relationships of student services staff and responsibilities. In August 1974, the president of the college became seriously ill, and the vice-president of educational services has been named acting president, for the indefinite period of the president's recuperation. In the administrative response to this sudden change, the dean of student services has again questioned and has been requested to study the relationship of student services in the administrative

organization of the college. The conclusions and recommendations of this paper hopefully will contribute to the administrative reorganization now being proposed for the academic year 1975-1976.

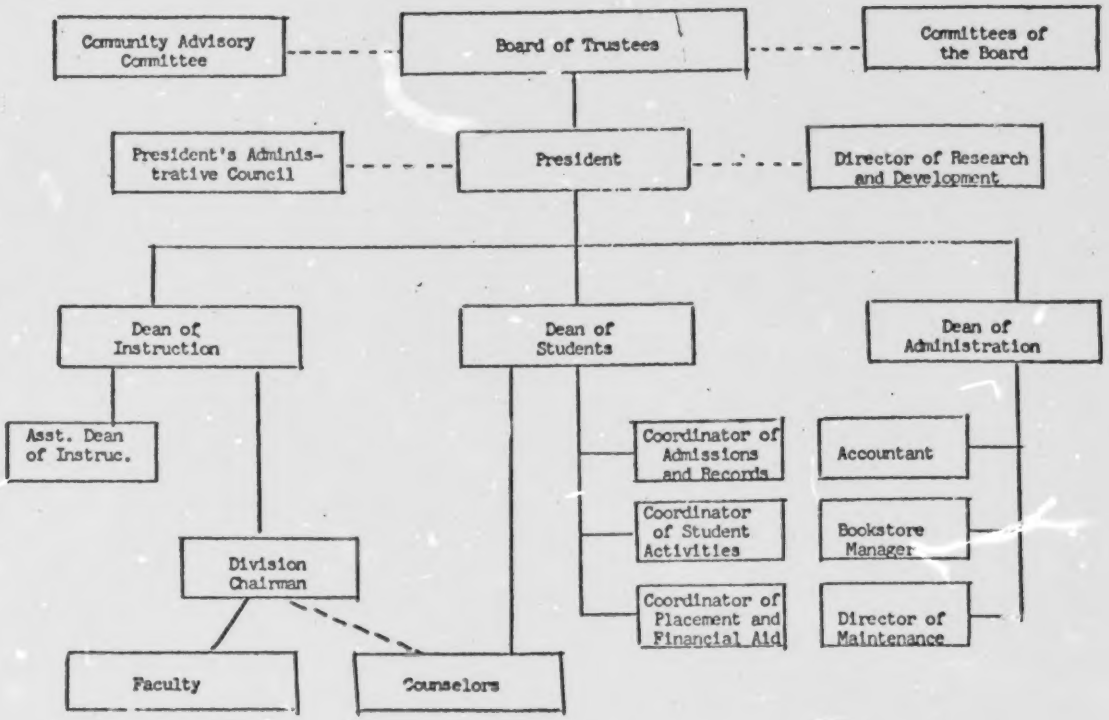

Chart #1
Faculty Handbook, 1966-1967
Harrisburg Area Community College

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Administrative Organization

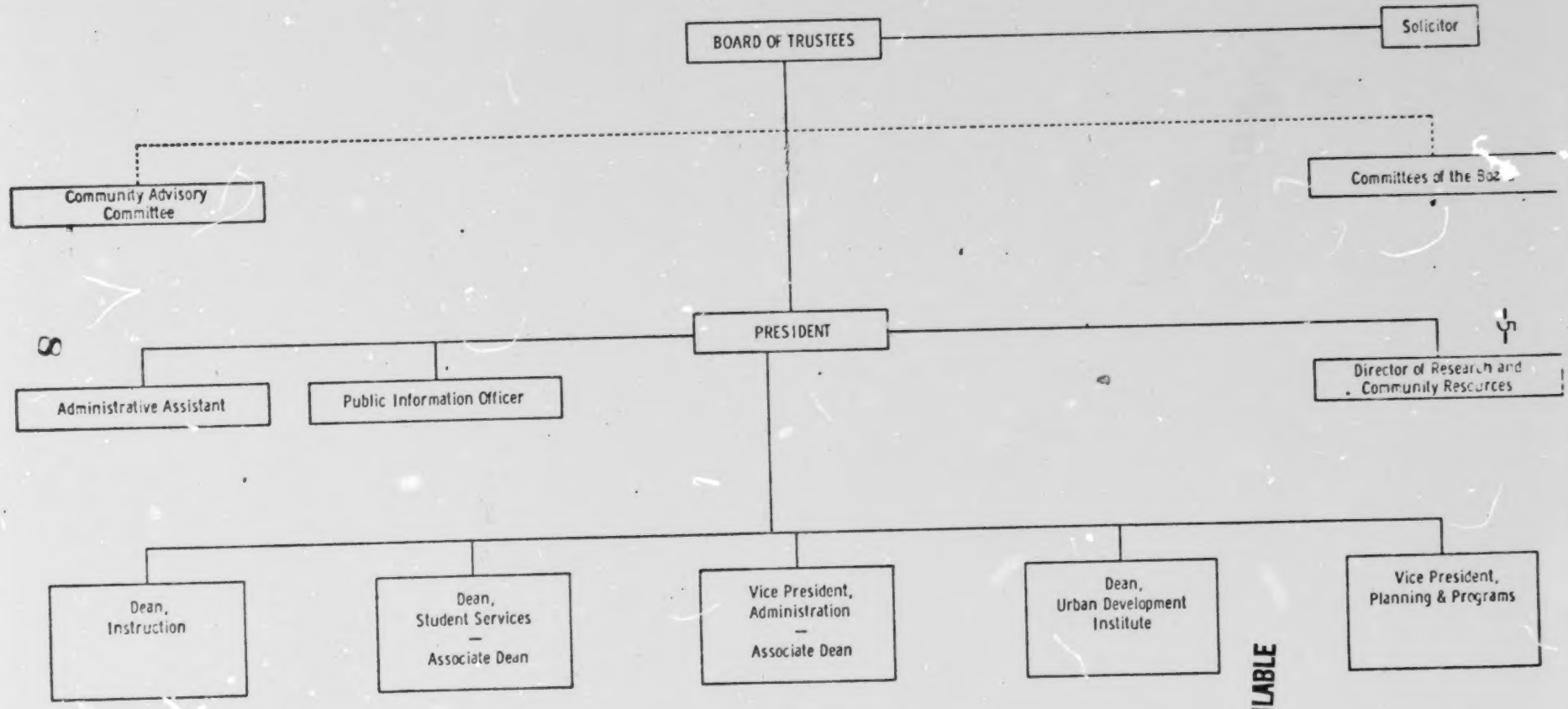

Chart #2
Faculty Handbook, 1972-1973
Harrisburg Area Community College

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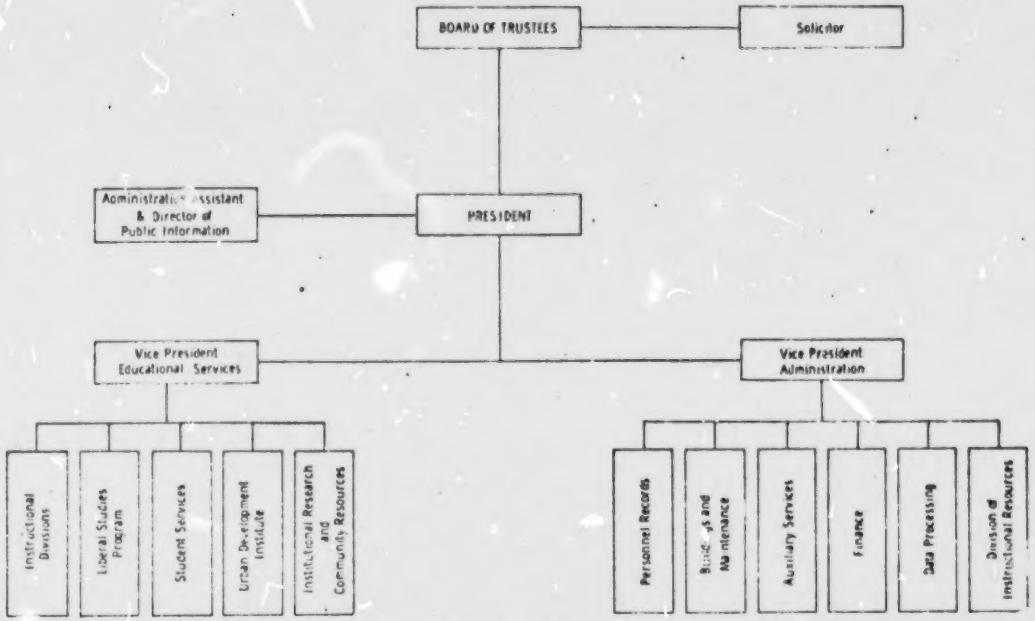
ADMINISTRATIVE ORGANIZATION



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Harrisburg Area Community College

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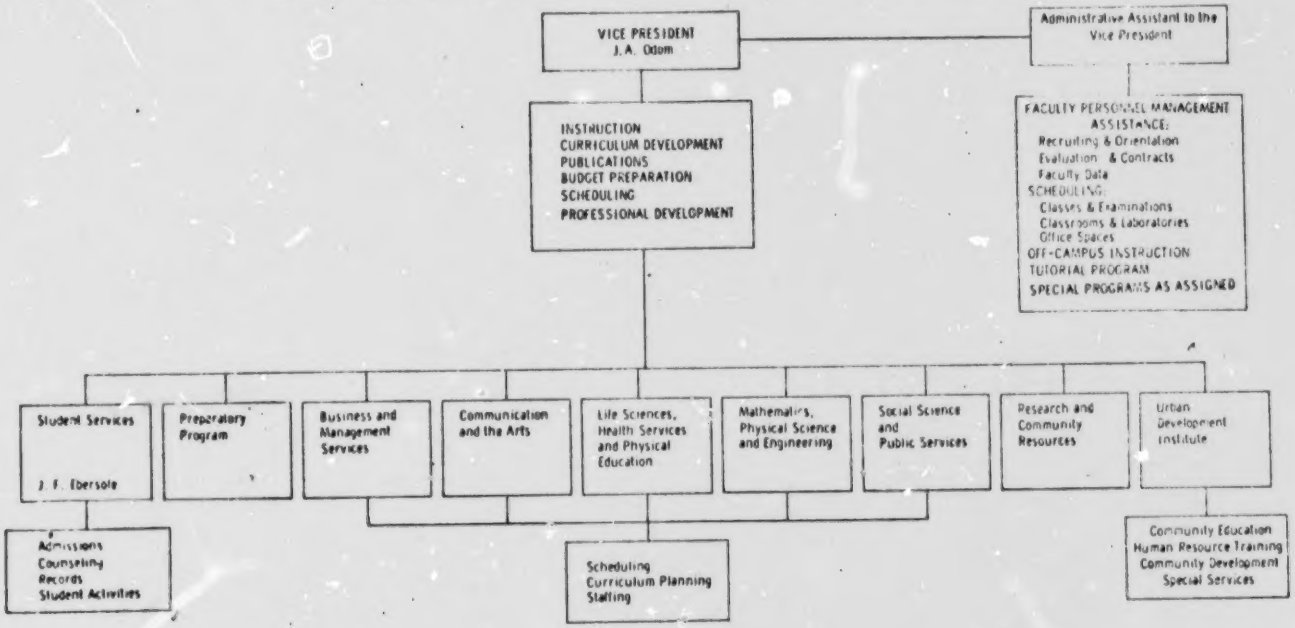
EDUCATIONAL SERVICES DETAIL



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Faculty Handbook, 1973-1974
Harrisburg Area Community College

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II. THE SCOPE OF THE STUDY

Hodgkinson and Meeth (1971) distinguish between government and governance. The former is structure; the latter is process.

> "By looking at the organization charts, we can get a static view of the positions which constitute the structure. This can be called the government of the institution. Or, we can look at the people who occupy the positions on the chart, and watch how they operate. This process of individuals working through positions can be called governance."[1]

This paper will focus upon positions rather than performance. It is a study of the position of the chief student personnel administrator within the administrative structure of the community college. In this sense, it is an analysis of the administrative government system, rather than the institutional governance process. Moreover, the study is limited to the administrative staff of the chief executive officer, the president, rather than a study of the interplay of governance roles of students, faculty, and administration. Nor will this paper study the operational activities of administrators, but rather the position of the dean of students in the administrative organization.

McGrath (1971) defines administration as the center into or through which the various institutional forces flow.[2] For the purposes of this paper, administration is centered in the academic, student personnel, and business affairs of the college. Administrators are those officers of the president's staff who are chiefly responsible for these traditional administrative categories. The fact that some institutions add categories of community services, continuing education, etc., is extraneous to this study.

The chief student personnel administrator is the individual responsible for the organization of student services, including, but not limited to, counseling, admission and records, student activities, financial aid and placement services, athletics and health care. This paper will refer to the vice-president or dean level of student personnel administration but will not consider the administrative activities of associate or assistant deans or directors.

An organizational chart, which will serve as the descriptive instrument of this study, is the two-dimensional diagrammatic representation of the formal administrative relationships of the institution. However, the organization chart cannot convey the system of informal relationships which bears upon the way in which the people operate in the positions on the chart. Griffiths (1959) says the system of interpersonal relations of the informal organization affects the decisions made in the formal organization.[3]

Max Weber's classical description of institutional governance distinguishes between power and authority. Power is control,[4] or, as this author has heard the late Saul Alinsky say: "Power is the ability to act." Authority, on the other hand, involves "the willingness of some to accept the power of another."[5] An organizational chart can show super- and subordination, voluntary obedience, the legitimatization of power. It does not necessarily follow that the authority outline of the organizational chart is the same as the informal flow of real and effective power within the institution. The consent of the governed is not a corollary of the exercise of power, nor does formal authority limit the use of power internally.

This study, based on the administrative charts of formal organization, will not have available from other institutions such information as may relate to informal measures of power and authority vested in the chief student personnel officer as he may be effectively influential both with the president and in the institution. The prejudice of this author's administrative experience as enjoying both formal and informal exercises of power and authority within his institution will be kept at a minimum by the use of organization charts as the descriptor of administrative structure.

This study is limited to a review and inquiry into community college administrative governance relationships involving the dean of students. It cannot be assumed that studies of student personnel administration relationships in the governance of four-year, liberal arts, residential, university institutions can be applied to low-cost, locally-based, commuter, community colleges. Some authors suggest that the influence of public-school-type educational administration in the philosophy, experience, and practice of administrative personnel is more distinctive to many community colleges within higher education than are models of collegiate institutions.[6]

As suggested by the foregoing definitions of terms central to this study, the investigation is limited to the relationships of the chief student personnel administrator both to his executive peers and to the president within a community college governance structure. In comparing the author's institution with other representative community college administrative structures, the study is limited to organization chart information and published factors of size and founding date. Evaluative

criteria, such as performance, efficiency, power, span of control, and personality have not been used in this study.

The hypothesis of the paper is that the relationship of the dean of students to the president of the community college has not been replaced in most institutions with an administrative subordination to a vice-president of educational services.

The particular significance of this study is that it responds to a real problem of altered administrative relationships in the author's institution. The study has provided opportunity for the study of a dimension of community college administration for which little literature exists, namely the introduction of administrative vice-presidents. The study will contribute to the continuing development of administrative organization policy in an exemplary community college founded and presided over for the first decade by a leading community college theoretician and practitioner, Clyde E. Blocker.

to the practices of corporate, authoritarian life in the feudal Middle Ages. Institutional administration and organizational practices grew according to the hierarchical model of church, state, military, and later private business (Bauer, 1955). Early American higher education, founded by the church, reflected the hierarchical model of administration with president modeled after the role of bishop/pastor, the single executive head of the institution. Only recently, following World War II, came a managerial revolution in higher education administration from the traditional presidential autocracy over all collegiate affairs. Increased enrollments, expanded services, administrative rather than clergy preparation, management techniques, business practices, fiscal scrutiny mandated a growth in administration specialization (Rourke and Brooks, 1966).

The bureaucratic model of managerial administration is an adaptation of the historic hierarchical model (Richardson, 1970; Baldridge, 1971; Richardson, Blocker, Bender, 1972). Bureaucratic authority is the power vested in the governing board by legislative charter. The power in turn flows through the president to officers whom he designates and they issue directives which guide institutional activities. Such unity of command involves efficient line-staff relationships in which each individual reports only to the one in control above and is clearly responsible for the operations under his/her control. Traditionally, bureaucratic structure divides the institution into mutually exclusive spheres of academic, student, and business affairs. Such separate jurisdictions avoid overlap and decisions are carried out by the key individuals within the line structure with president as chief arbitrator of disputes and single funnel to and from the board's ultimate authority.

With regard to student services, the bureaucratic model allows that the students are the constituency of the dean of students' bureau. They are to be enrolled, controlled, coordinated, and graduated according to the authority of the board vested in the administration. With the board at the top of the organizational chart, the students are at the bottom. The scaler model of hierarchy and bureaucracy is offensive to those who view a college not as a military regiment but as a social organization (Bauer, 1955; Corson, 1960; Millett, 1962; Richardson, Blocker, Bender, 1972; et al). Bureaucracy is an obstacle to the involvement of all members of the academic community in the decision-making process. Authority is not to be ladeled out to superiors and subordinates according to a "punch-bowl" theory.[7] It is to be shared by all "participants" in institutional governance (Blocker, Richardson, Plummer, 1965). Students, faculty, and staff participate in administrative responsibility, along with the community and not just the trustees.

This second theory of governance is more commonly known as the "collegial" model (Millett, 1962; Baldridge, 1971; Richardson, 1974). Millett especially advocates this model as a reflection of "democratic" governance, both national and local as a "community" of units.[8] Bauer (1955) describes a college as a cooperative whose administrators are facilitators to release individual competencies and provide the most fertile environment for personal growth, individual security, and self-realization. Administrative authority must be accepted, approved, and shared by the people.[9] Millett regards the college as a community holding the authority to shape the environment for learning. It is curious that Millett emphasizes

government as a model of collegiality, community, democratic, participatory governance, while others would assume government is the model of bureaucracy.

On the other hand, Baldridge sees governance from a third perspective, that of the political process of adversary relationships, special interest lobbies, collective bargaining, change and conflict.[10] The political system is a complex social structure with many pressures and forms of power that weigh upon the decision-making process. The legislative process translates pressures into policies which when executed by administrators generate feed-back with potential for new conflicts (Easton, 1965).

Each governance model has strength to commend it. The bureaucratic model provides for effective administrative operations. Responsibility is clearly delegated; the span of control is limited to efficient coordination; command is unified. No one can nor needs to serve two masters (Williamson, 1961). However, Richardson (1970) argues that unity of command in higher education leads to the assumption that "instruction is the major function of a two-year college as opposed to education of the total student."[11] The line relationship of the faculty members to the dean of instruction assumes a priority over student personnel services, or business office affairs. The frustration is especially keen in "other specialists whose work may have equal importance for the education of students, but who are not in the line of command."[12]

The collegial model is the more attractive way of handling internal relationships. It recognizes the valuable input of each member of the college community, including non-professional staff and the public.

Richardson (1974) writes that "dealing in human development, we cannot disregard a model of organizational behavior most nearly conforming to the aspirations we teach."

Millett's "dynamic of consensus" by which the community participates in the decision-making process is a difficult operational model. The ideal mix of academic concern and institutional responsibility does not necessarily result in consensus through the functional sharing of power. Baldridge (1971) suggests that regardless of the model, small political "elites" make the decisions. These decision-makers are not always the same group working in the same way. Compromise, rather than consensus, is natural to dynamic organizations. Power blocs, influence peddlers, interest groups are native to the social organization. Change comes through conflict resolution.

These models are not mutually exclusive. Rather, each focuses on a different aspect of institutional life and each offers significant insight into organizational processes (Richardson, 1974). One must not mistake the dynamic of participative governance as confusion in contrast to the efficiency of bureaucracy. Both collegial and political governance models depend upon a defined framework of authority and responsibility among members of the organization. Leadership and direction, not bureaucratic custody, are necessities in achieving institutional goals (Blocker, Plummer, Richardson, 1965). However, Richardson states: "The role of administration is drastically changed if authority is delegated upward by the group rather than flowing downward, and increasingly if decision-making is a group action rather than individual omniscience."[15]

The literature on governance theory and models indicates that bureaucracy is a vertical relationship, collegiality is a horizontal relationship, and political process is an up, down and across conflict-relationship. This study questions whether those administrators who deem their roles of equal importance in the education of students can, in fact, structure a working relationship in which each of these governance values can be conserved for all.

The dean of students is a working administrator in the bureaucratic organization; he is colleague with his administrative peers as well as with the staff whose participatory leadership he solicits; he is aide to and/or adversary of the political configurations of both the formal and informal organizational structures of administration. Where in the administrative organization chart is he to be placed?

Dean of Students

Cohen (1969) envisions by 1979 that educational administration will resemble the role of hospital administrator who keeps the institution running so that doctors can better cure the patients. This analogy is not far removed from the participatory model of college governance where administrators are facilitators, faculty are instructional specialists, and students have full share in the developmental process of learning through organized educational experiences.

Traditionally, a dean of students has been part of the president's office. The president, having too little time to spend on student affairs (except as athletics, discipline, and protest might bear on institutional public relations) delegated his authority and responsibility to the dean

of students for control and supervision of the "non-educational" matters of student life and activities, behavior and discipline, admissions and records, counseling and services (Corson, 1960). As one of three deans, central to the policy-making process concerning academic, business, and student affairs, the dean of students nonetheless was responsible for those "peripheral" administrative activities defined as anything "non-academic" (McConnell, 1970). Rickard (1972) reports a particularly dismal side of Hodgkinson's study (1970) where no president admitted having any kind of vital relationship with the dean of students who was viewed as part of the security force, lid-keeper-on, student advocate against administrative viewpoint, and crisis manager. Even students disregarded the dean of students as a middle-management bureaucrat without any real authority.[16]

The bureaucratic view of the dean of students as the president's man for non-academic affairs has been challenged by participatory administrative theory. McConnell (1970, p.574f.) views student personnel services as part of the unified educational services of individual development relating curricular to extra-curricular activity, abstract and theoretical studies to concrete, experimental, and experiential activities. Unless the dean of students contributes administratively to the total educational environment, he will be buried with the usual miscellany of things which attract his attention, while authority and responsibility are being redistributed within the institution.

In collaborative volumes, Blocker and Richardson (with Plummer, 1965, p.176ff.; with Bender, 1972, p.156ff.) strongly advocate the participatory relationship of the dean of students to academic affairs. In too many

colleges, they note, the academic dean is placed above other administrative officers responsible for equally important aspects of the college program, i.e., student affairs, technical and vocational sciences, community services. If all segments of a comprehensive educational program of the community college are to prosper, these must have equal status with the traditional college parallel or transfer emphases. In addition, these authors note that the primary functions of the community college are implemented by the academic dean and dean of student personnel, whose services have a direct educational impact on students. All else is subordinate and supportive to these. There are no peripheral student affairs in their view. Particularly, the business manager is supportive staff for the effective implementation of the educational program. They allow the business manager neither private access to the president, nor executive authority over the academic dean and dean of students.

Pierson (1973) sees the increasing need for the authority and prestige of the dean of students to be coordinate with that of the academic dean to meet the bargaining role of political governance. As students, faculty, and administration polarize into conflict relationships to bring about changes, the dean of students must work with representatives of student unions, just as the dean of the faculty must work with teacher unions. The dean of students must be encouraging student organizations and organizers to clarify and verbalize unmet needs and special interests. The dean of students will assist the students to make their voices heard and needs felt in the highest councils of the institution.[17]

The interaction of bureaucratic, participatory (collegial) and political roles beg the question of relationship of the dean of students to the other

chief administrative officers. Again, Blocker, Richardson, and Plummer (1965, p.179) are quite clear in assigning administrative responsibility for academic, student, and community educational services to individuals of equal status in the college. Each administrator, and his staff, must have equal responsibility and equal access to the president for available resources. As long as guidance services are subordinate to academic affairs, administrative chance of achieving maximum educational potential for the institution are limited.

Traditionally and bureaucratically, the dean of students with his counterparts in academic and business affairs has reported equally directly to the president. Various studies (Shaffer and Martinson, 1966; Ayers et al, 1966; Matson, 1971; Thurston et al, 1972; Landicina and Tramutela, 1974) have found that in most cases, the dean of students reports directly to the president. Ayers studied junior colleges, public institutions, and colleges of 2,500 to 10,000 students (characteristics of H.A.C.C.) and found in each case that better than 70% of the deans of students reported directly to the president. Thurston in a national study of community colleges found typically that deans of students reported to the president or chief administrative officer. Landicina and Tramutela (1974, p.137) in a volume dealing with legal issues affecting student services, write that the dean of students, who helps to provide the "educational cement" bringing together the institutional constituencies into a cooperative interaction, should report directly to the chief executive, should help evaluate academic as well as student services for impact on intellectual and personal development of the students, should provide sophisticated analysis of educational trends related to student life style

and academic orientation, and should assume full responsibility for the services under his authority.

In recent years, the direct relationship of the dean of students to the president has, in some cases, been altered by the insertion of a vice-presidential administrative officer. Literature discussing this role is limited, especially with regard to community college administration, but what exists is quite relevant. Rourke and Brooks (1966) write that more and more the task of managing internal institutional affairs is being delegated to an assortment of vice-presidents in charge of business, student, and academic affairs. Deans are being promoted "to the summit of the educational hierarchy where once the president reigned in solitary splendor." (p.109) Vice-presidents accumulate a large range of responsibility since there is no agreed-upon set of functions for this layer of executive to perform (p.113). Litchfield, writing in Baldridge (1971), views the creation of vice-presidents as an efficient response to the problems of enlarged administrative responsibility beyond the ability of a president to oversee. As extensions of the president's office, the vice-presidents must take care not to be another level of authority weakening the role of the deans. As staff to the president, the vice-presidents expedite decision-making, performance, control and evaluation.[18] It is not clear how this avoids being a new layer of authority weakening, in fact, the dean's role.

Rourke and Brooks (1966) see the danger of vice-presidents removing an area such as business affairs from presidential control by establishing direct relationship with the finance committee of the board. "The president may become the one who reigns but does not govern." (p.111) The author of

this paper observes that as vice-presidential authority may work upward at the expense of the president, so the vice-president can involve himself downward in the operational responsibility of subordinates, thus confusing the authority and responsibility of the dean.

Hodgkinson (1970) in studying the effect of administrative politics on perceptions concerning the dean of students found that a large number of campuses were upgrading titles from dean to vice-president in areas of finance, development, and academic affairs, while few elevated the dean of students to vice-president. He concluded that there is hostility to the position of dean of students, especially from faculty-types who feel that concern for students is fundamentally a faculty responsibility. (p.53)

Rickard (1972) advocates realigning student affairs under a vice-president for academic affairs, rather than superimposing a vice-president for student affairs over a dean of students. He would put counseling under academic affairs where it could serve in a flexible atmosphere for a wide array of learning experiences, interdisciplinary groupings, independent study options, field experiences. The student affairs staff would participate in a more educationally relevant capacity of academic advising, orientation programs, student development activity under the vice-president for academic affairs. A student services administrator would limit operational responsibility to admissions, discipline, and support services related to student life (p.225). This seems to hark back to the peripheral, non-educational, subordinate role of the dean of students. It is this kind of ambiguity that has precipitated this study with the insertion of a vice-president of educational services to

whom the dean of students is now accountable. Richardson (1970) challenges the introduction of a vice-presidential layer of administrative authority between the chief executive and the remainder of the institutional staff. The vice-president is conceived when the president becomes so busy with external affairs that he delegates his responsibilities for internal functioning to a "second echelon" administrator, whom he nonetheless by-passes to bring direct influence upon the operational level, or with whom he will waste time as another channel to go through to reach those who are doing the work. The reverse of the flow is equally true as access to the president is by way of or around the vice-president.

Organization Charts

The study of organization charts as visual representations of administrative structure is the heart of this paper. Charts diagram the interaction of bureaucracy with collegiality and political dynamics, as well as the line-staff relationship of the deans to the president, with and without a vice-presidential layer.

Richardson, Blocker, Bender (1972) say that organization charts are at best distorted representations of institutional interaction. They are two-dimensional drawings of three-dimensional reality. The traditional administrative organizational chart represents administrative activity as simple chain of command boxes linking the top of the structure trustees to the bottom of the pile faculty, and further down yet would be the students (chart #5). Blocker's earlier volume, with Richardson and Plummer (1965), suggests a more collegial model with educational and student personnel services sharing in a management responsibility for both faculty and guidance personnel (chart #6). This model is equally bureaucratic in its line-staff

organization but does not compartmentalize academic affairs under the single command of an academic dean as in the traditional and hierarchical model (chart #5). Blocker's later book (1972), with Richardson and Bender, modifies the traditional bureaucratic model by replacing the dean with a vice-presidential level of administrative control (chart #7). One notes here that the hierarchical line still descends from instructional services to the exclusion of student personnel services, as well as business/administrative services. However, a cluster-type participative model is introduced in which administrative units float about in interactive relationships with each other, drawn perhaps by more of a centripetal attraction to the chief executive officer than by hierarchical authority (chart #8). Williamson calls the participative cluster of administrative organization the radial or spherical model. In later lectures (1974), Blocker has introduced a cellular configuration of participative governance, in which the earlier participative model of cluster linkage is replaced by inclusion (chart #9). The beauty of this cellular administrative organization chart is that it clearly suggests a three-dimensional, dynamic, all-embracing body of institutional cooperative activity.

As exciting as the participative administrative charts of radial or cellular administration may be, most institutions conceptualize the administrative organization in traditional bureaucratic line-staff imagery. Griffiths (1959) conceives of structure as tall or flat, the former being highly centralized control, the latter allowing for a variety of decentralized decision-making. Williamson suggests that even in the radial-spherical cluster concept of equality in status of all administrative divisions, in the event of disagreement hierarchy emerges when the central hub holds the interacting circles together by the exercise of presidential authority.

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Chart #9

Clyde E. Blocker, 1974

Blocker, Richardson, and Plummer (1965), referring to traditional line-staff bureaucratic charts, suggest that administrative organization depends as much on horizontal or collegial cooperation and coordination as it does upon vertical implementation of authority and responsibility. Richardson (1970) refers to the deans as second-echelon administrators equally having responsibility for division chairmen, teaching,and guidance faculty. When conflict arises, resolution is sought in collegial relationship of the administrative committee or council.

Two interesting omissions are evident in the limited literature on administrative charts as they pertain to higher education, and even more limited pertaining to the community college. No reference or representation is suggested to illustrate the recent introduction of the executive vice-president, or the vice-president of academic services, under whom both instructional and student services are placed, expressive of the joint participation of these two administrative units in an educational/student development model.

Nor is there any diagrammatic reference to the political model of administrative governance. The spherical representation could suggest political activity if one is to imagine the clusters bombarding each other either in the molecular design of the radial organization (Williamson) or within the cellular representation (Blocker). Even the bureaucratic organizational chart could be seen to reflect the political model of administrative activity if one imagines that inputs from both the top (trustees, president) and the bottom of the chart (students, faculty) converge upon the business, instructional, student affairs administration affecting decisions which become part of the feedback

loop providing new imputs at top and bottom ranks of the structure. Such a lively model of organization clearly depicts the deans as middle management administrators, "the man in the middle." (Rickard, p.224)

IV. THE STUDY

Originally, the author of this paper felt that a review of the literature alone would not produce an up-to-date analysis of current administrative organizational structure in effect at community colleges. In light of the recent changes in administrative organization at Harrisburg Area Community College and with a hypothesis that for the most part deans of students were not finding their direct relationship to the president broken by the insertion of a vice-president to whom they were subordinate, the author felt a survey of current structures employed by comparable community colleges was a necessary factor of the study. The college director of institutional research advised that an inclusion of all of the community colleges in Pennsylvania would be instructive. However, community college history in Pennsylvania is limited to the last ten years since enabling legislation was passed and H.A.C.C. was founded as the first community college of Pennsylvania. The author felt it would be more convincing to include a survey of community colleges in a comparable-sized state, with a similar base of student-local-state funding, and a longer history of community college growth and development. Illinois was chosen, and letters were sent to the fifty-six community colleges in that state requesting that the dean of students send "a Xerox copy of the administrative organization chart which is currently in use in your college." A sample Xerox of the administrative organization chart of Harrisburg Area Community College was included as an example of what was requested. The organization chart was deemed sufficient information for the study since the relationship of student services to other administrative units was the question under study, specifically the vertical relationship of the dean

of students to the president of the college and the horizontal relationship to peers. The internal organization charts of student services were not requested but were also provided by many respondents. Thirty-seven of the fifty-six community colleges of Illinois replied within a ten-week period with delivery of the administrative organization chart requested. The author personally contacted the thirteen other community colleges of Pennsylvania to obtain the administrative organization charts of each.

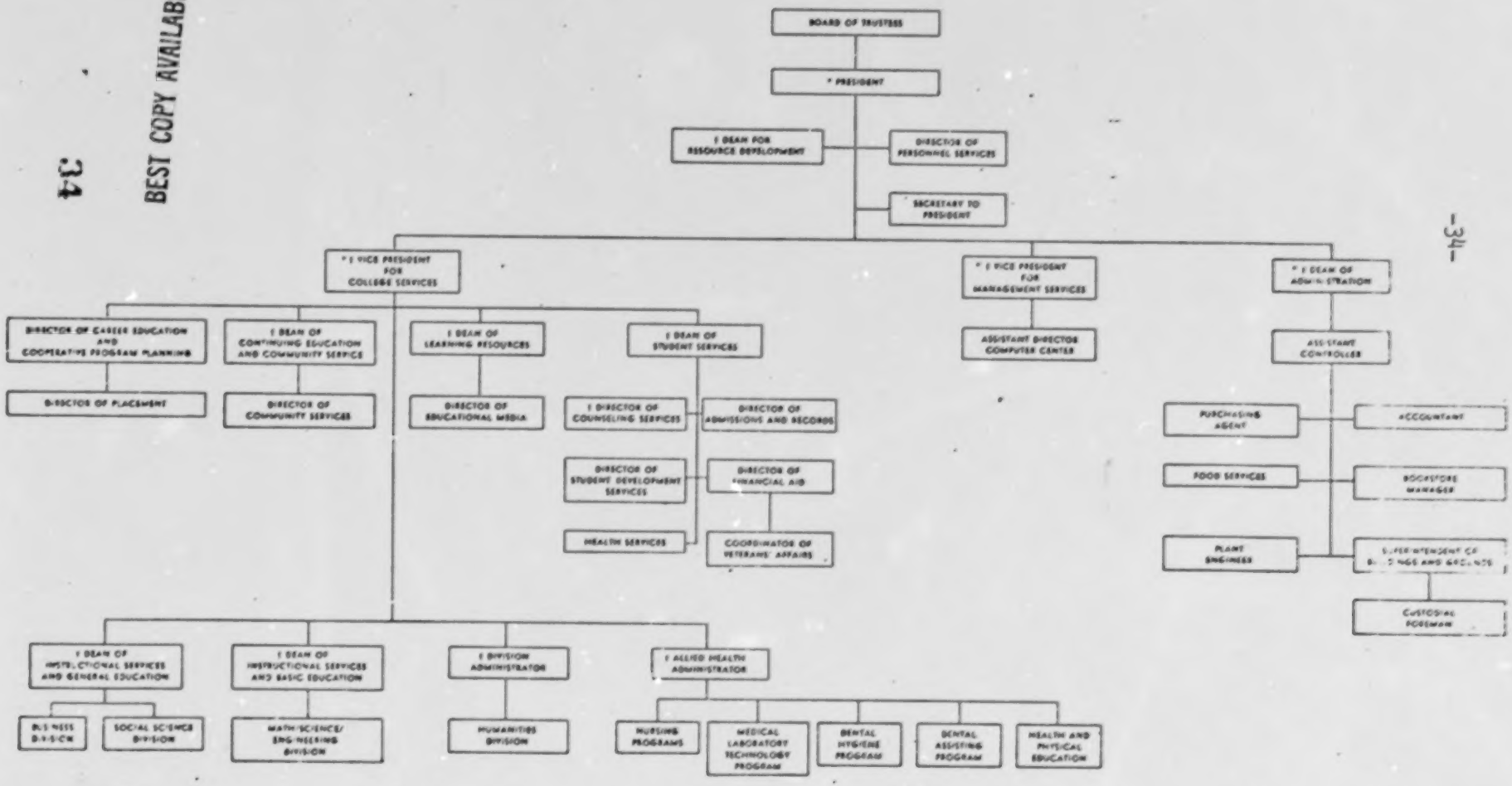
In Pennsylvania ten deans of students report directly to the president. Two deans of students report to a second-echelon administrator under the president. The one other community college has no dean of students, only an activities director; counseling and student services are directly under the academic dean, with no chief student personnel administrator. In those institutions where the dean of students reports to a second-echelon administrator, in the one case the college has three branch campuses where in each instance the dean of students reports directly to the executive dean of his/her campus. In the other instance, the dean of students with five academic deans and two directors report to the vice-president for college affairs, substantially an academic post (chart #10). Curiously, the dean of administration, along with a vice-president of management services, completes the second-echelon level of this institution headed by an author cited in this study who questions the introduction of a vice-presidential layer of administration, and with others insists that the business manager is not central to basic educational services but rather is supportive staff to academic and student affairs officers.[19]

In Illinois in twenty-five out of thirty-seven institutions, the dean of students reports directly to the president of the community college.

Northampton County Area Community College

Chart #10

Organizational Chart – Administration


BOARD OF TRUSTEES
* PRESIDENT
1 DEAN FOR RESOURCE DEVELOPMENT
DIRECTOR OF PERSONNEL SERVICES
SECRETARY TO PRESIDENT
* 1 VICE PRESIDENT FOR COLLEGE SERVICES
* 1 VICE PRESIDENT FOR MANAGEMENT SERVICES
* 1 DEAN OF ADMINISTRATION
DIRECTOR OF CAREER EDUCATION AND COOPERATIVE PROGRAM PLANNING
1 DEAN OF CONTINUING EDUCATION AND COMMUNITY SERVICE
1 DEAN OF LEARNING RESOURCES
1 DEAN OF STUDENT SERVICES
ASSISTANT DIRECTOR COMPUTER CENTER
ASSISTANT CONTROLLER
DIRECTOR OF PLACEMENT
DIRECTOR OF COMMUNITY SERVICES
DIRECTOR OF EDUCATIONAL MEDIA
1 DIRECTOR OF COUNSELING SERVICES
DIRECTOR OF ADMISSIONS AND RECORDS
DIRECTOR OF STUDENT DEVELOPMENT SERVICES
DIRECTOR OF FINANCIAL AID
HEALTH SERVICES
COORDINATOR OF VETERANS' AFFAIRS
PURCHASING AGENT
ACCOUNTANT
FOOD SERVICES
BOOKSTORE MANAGER
PLANT ENGINEER
CUSTODIAL FOREMAN
1 DEAN OF INSTRUCTIONAL SERVICES AND GENERAL EDUCATION
1 DEAN OF INSTRUCTIONAL SERVICES AND BASIC EDUCATION
1 DIVISION ADMINISTRATOR
1 ALLIED HEALTH ADMINISTRATOR
SOCIAL SCIENCE DIVISION
MATH/SCIENCE/ ENGINEERING DIVISION
HUMANITIES DIVISION
NURSING PROGRAMS
MEDICAL LABORATORY TECHNOLOGY PROGRAM
DENTAL HYGIENE PROGRAM
DENTAL ASSISTING PROGRAM
HEALTH AND PHYSICAL EDUCATION

1 College Council
* President's Cabinet

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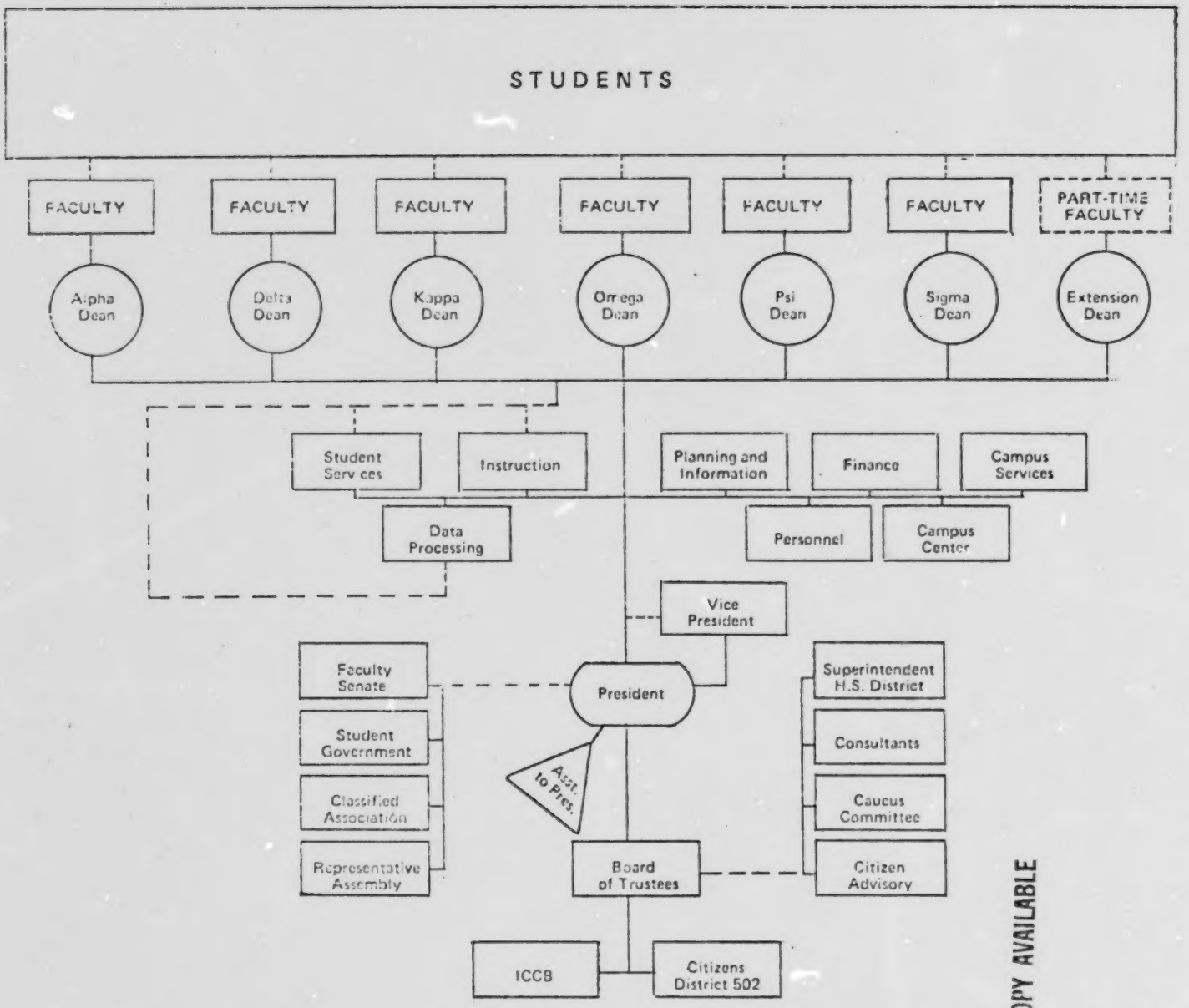
In eleven instances, the dean of students is under a vice-president who reports to the president. In two of these cases the vice-president is the chief executive officer of a branch campus. In the nine other cases the dean of students, along with others, reports to a second-echelon academic administrator whose responsibility is kept separate from the business manager who, in each instance, reports directly to the president. In eight of the nine cases, the dean of students shares rank under the vice-president (in one case an executive dean) with the other administrative officers responsible for the instructional, community, continuing education, learning resources and other services. For the most part these administrative peers share the title of dean. In the one other instance out of the nine, a director of student services is under a dean of instruction at rank comparable to assistant dean but above division chairman. In no instance of the thirty-seven responding community colleges of Illinois is the dean of students on the same administrative level as division chairman. In every case, the dean of students is ranked above the division chairman.

Interesting in one community college in Illinois, "the dean of student services is responsible both to the president and administratively to the vice-president" who has a staff relationship to the president and a co-ordinator role in relation to student services and other administrative units (chart #11). This chart happily puts the students and faculty at the top of the order, even though the rest of the organization is not so clear.

In Pennsylvania, in the ten cases where the dean of students reports directly to the president, three of the deans hold the title of or rank



ORGANIZATIONAL CHART
COLLEGE OF DuPAGE, Illinois

Chart #11

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equivalent to vice-president. In the absence of factual information about the vice-presidential layer of community college administration, one might assume that the establishment of the title might be influenced by age, allowing for seniority designation of a dean as vice-president, or by size in that larger institution would accumulate more layers of administration. Among these three institutions there is no significance between founding date and/or size of student body. They are among the smaller institutions founded mid-way in the decade development of community colleges in Pennsylvania. Similarly, there is no significance in age or size of institution in the case where the dean of students reports to a vice-president. The factor of size does apply in the instance of branch campus of the largest community college in Pennsylvania where the deans of students report to the branch campus executive dean.

Among the responding Illinois community colleges, six of the twenty-five deans of students who report directly to the president of the college are, in fact, vice-presidents. There appears to be more of a correlation of large size and early date with the institution having a vice-president of student affairs in Illinois than in Pennsylvania, since all of the institutions number more than 3000 students and three were founded pre-1960. Of the nine institutions where the dean of students reports to a vice-president rather than the president, all were founded since 1960 and four have over 6000 students, but five have less than 3000 students. It would appear that there is no significant relationship in any institution in Illinois between early date of founding and large size student body that allows a reliable generalization to be made about the vice-presidential layer of administration.

In summary, 100% of Pennsylvania community colleges and 67% of the Illinois community colleges are included in this study, numbering a total of fifty institutions. In thirty-five of the institutions, or 70%, the dean of students reports directly to the president of the college. This fact corresponds favorably to the studies cited in the literature reviewed for this paper (Ayers, et al; Thurston, et al; Matson). In thirteen institutions, or 26%, the dean of students reports to a second-echelon vice-president, either in academic affairs or an executive dean of a branch campus, rather than directly to the president. If one considers a branch campus executive the equivalent of a president, the percentage of deans of students reporting directly to the chief executive officer of the institution is found to be 76%. The percentage of deans of students reporting directly to a vice-president for academic affairs is 20%. The remaining 4% represent an institution with no dean of students and one where the dean of students reports both to a president and vice-president.

In all institutions where the dean of students reports to an academic vice-president, the dean of students is administratively ranked above division chairmen, except in one community college in Pennsylvania where division chairmen are deans who report with the dean of students to a vice-president for college services.

It would appear that regardless of size or age of institution, a large majority of the community colleges included in this study place the dean of students as a top-ranking administrative officer, reporting directly to the president with his administrative colleagues in instruction, business affairs, and often community services. In those institutions where the dean of students reports to an academic vice-president, he does so as an

administrator sharing responsibility for educational service and student development together with comparable academic administrators above the responsibility level of division chairmen.

Before concluding this paper with recommendations related to administrative organization at H.A.C.C., it is interesting to note that one community college in Illinois has illustrated its governance structure using the spherical-radial concept of administrative organization (chart #12) in addition to a "flat" line-staff diagram (chart #13). These are attractive alternatives to the common bureaucratically designed administrative organization chart.

PRAIRIE STATE COLLEGE
ILLINOIS JUNIOR COLLEGE DISTRICT 515
COMMUNICATIONS STRUCTURE

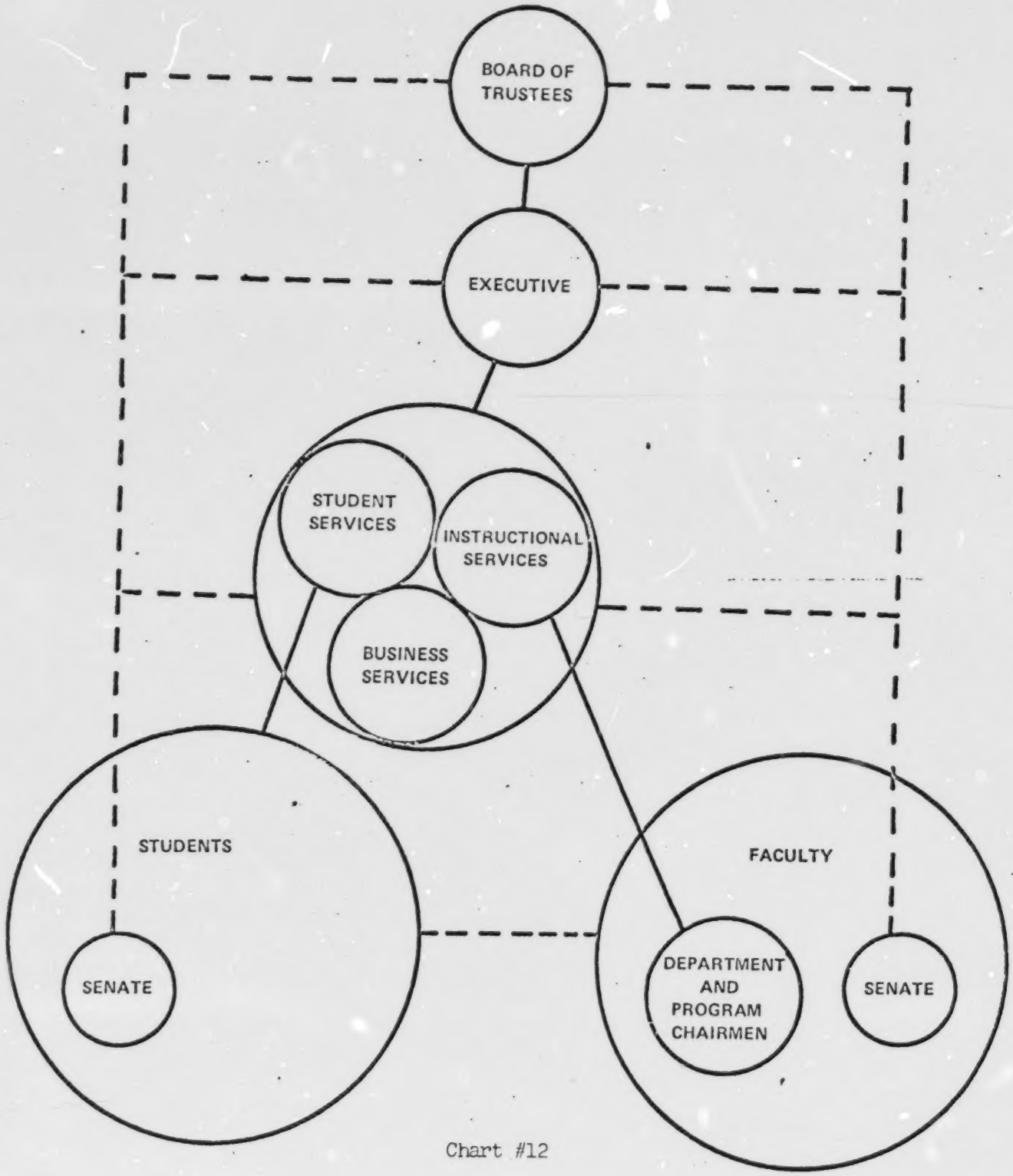

Chart #12

PRAIRIE STATE COLLEGE
ILLINOIS JUNIOR COLLEGE DISTRICT 515
ORGANIZATION STRUCTURE

Chart #13

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V. CONCLUSIONS AND RECOMMENDATIONS

Richardson, Blocker, and Bender (1972) comment on the practical versus theoretical evolvement of administrative organizational structures:

> "The truth of the matter is that structures of many established institutions represent not so much the consequences of considered planning as the results of haphazard growth. Positions are added in short-sighted response to problem areas and to the personalities and competencies already integrated into the structure. The organizational chart of an established college not uncommonly reflects the random addition of positions with unusual and sometimes confusing lines of communications in clouded, overlapping areas of responsibility. In new institutions, the structure is likely to reflect similar problems combined with the lack of experienced personnel who keep the machinery operating."[20]

This truth relates to the current question of administrative organization structure at the author's institution, not at all because of "haphazard growth," but rather because of "personalities and competencies" of a constantly changing administrative personnel configuration. The failure of a succession of deans of instruction and students, and an absentee president, have resulted in an administrative organization where "experienced personnel" have advanced to vice-presidencies; there is no academic dean; and the dean of students has been demoted to the level of division chairman with whom formerly the associate dean of students participated in supervision. The conclusions and recommendations of this paper are offered in response to the proposed administrative organization chart presently under study at Harrisburg Area Community College (chart #14).

The hypothesis of this paper has been that the relationship of the dean of students to the president of the community college has not been replaced in most institutions with an administrative subordination to a vice-president of educational services. In at least 75% of the institutions studied, the

dean of students reports directly to the president of the college. A corollary of this hypothesis is the finding that in only one of the fifty institutions studied is the dean of students placed on an administrative rank with division chairmen. When the dean of students does report to a vice-president for educational affairs, he holds rank with an academic dean with whom, in most cases, he shares responsibility for guidance and instructional services as those pertain to educational and student development.

One further concludes from the institutions studied that the administrator of business affairs holds one of the top positions in organizational structure, notwithstanding the urgent plea of some authors that the business manager is staff support to and not equal in administrative authority with academic and student affairs. It appears clear in organization charts that when academic, student, and business affairs officers hold equal status and each reports directly to the president there is more participative administration between them than when student and academic affairs answer to a vice-president above them who alone shares rank and access to the president with the vice-president of administration/business. In this structure, the chief student personnel administrator lackr not only direct access to the president but also direct access to and participation with the chief administrator for business affairs who, in each case,has a separate jurisdiction from educational and student services. The bureaucratic, collegial, and political consequences of this structure are quite the opposite from the cautions cited in the literature of this study.[21]

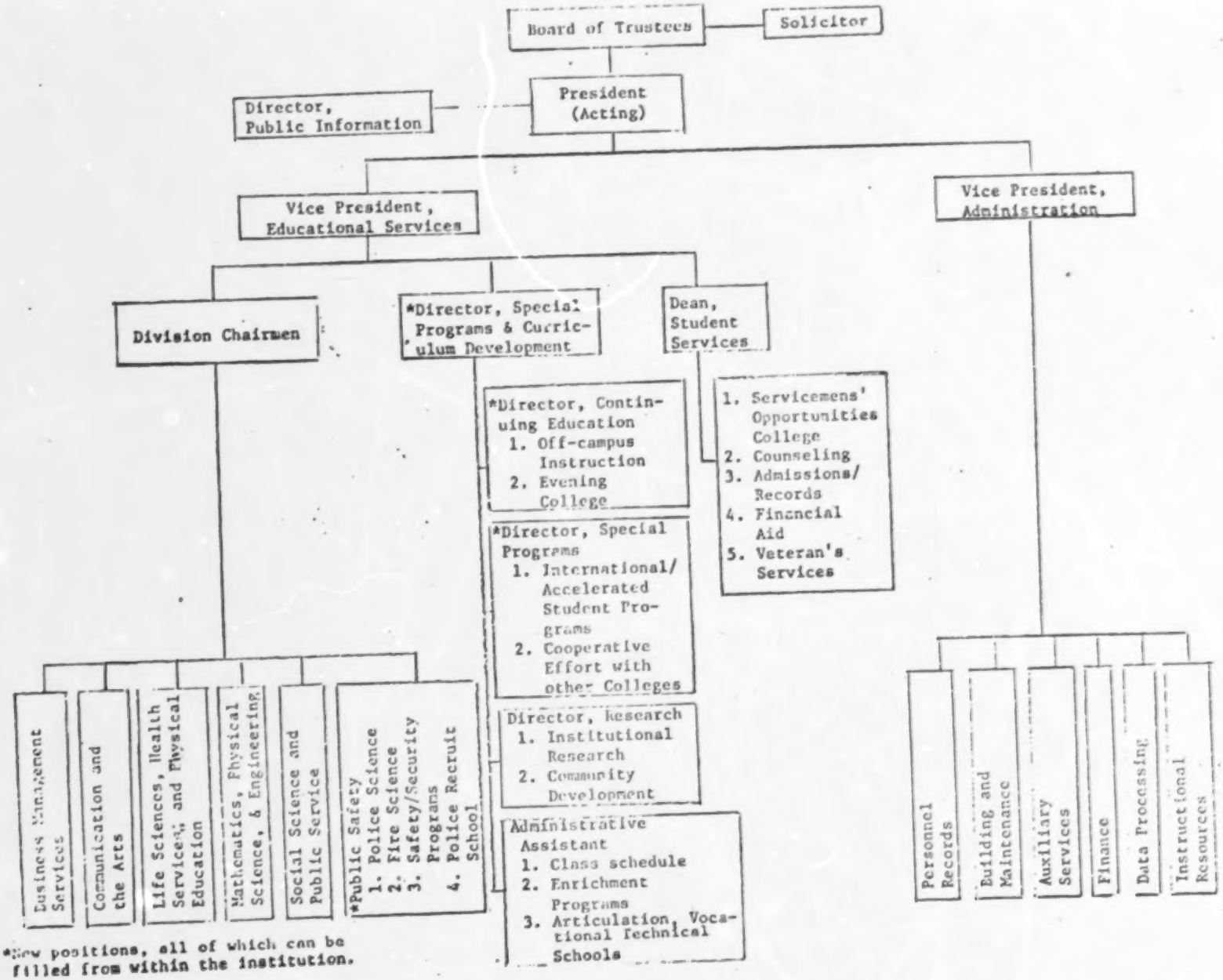
Administrative organization chart #15 is the author's recommendation from this study. It advocates more of a flat participative structure than

a tall bureaucratic one. It allows the chief student personnel administrator direct access to the president as continued to be practiced by most community colleges. It calls for participative leadership of academic, student, and business administrators in relationship to subadministrators, division chairmen, guidance and business services personnel, faculty and students. The separate jurisdictions for vice-presidencies of educational services and business affairs are eliminated, thus insisting that the business affairs officer work with his peers rather than maintain an independent administrative line to the president and/or the board. The confusing equal status of dean of students and division chairmen is corrected, especially as it relates to authority and responsibility for student development in the total educational experience. It does not matter in this administrative organization whether the chief administrative officers are called vice-presidents or deans individually. What does matter is that each one and all together clearly share under the president the authority and responsibility for open administration of an institution belonging not to them but to the faculty and students, to the community and its trustees.

The author does not recommend a second-echelon rank of vice-presidencies between the president and the chief operational administrators of the college. This increases the channels through which authority becomes confused, decisions are delayed, and communication closed down. A vice-president is only recommended if and when the president for whatever reason becomes operationally removed from the institution. In that case of absenteeism, other professional responsibilities, community involvement or whatever, a vice-president should be named as the executive officer of

the college in the president's stead. This model is practiced by the branch campuses of the institutions in this study.

Further, the author suggests that it is possible to chart with this administrative organization the inclusive participation of the total college community in the administration and the governance of the institution (chart #16).



*New positions, all of which can be filled from within the institution.

Chart #14
Proposed, H.A.C.C., September 1974
James A. Odom, Jr., Acting President

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Chart #15
Proposed, H.A.C.C., November 1974
Jay F. Ebersole, Dean of Student Services

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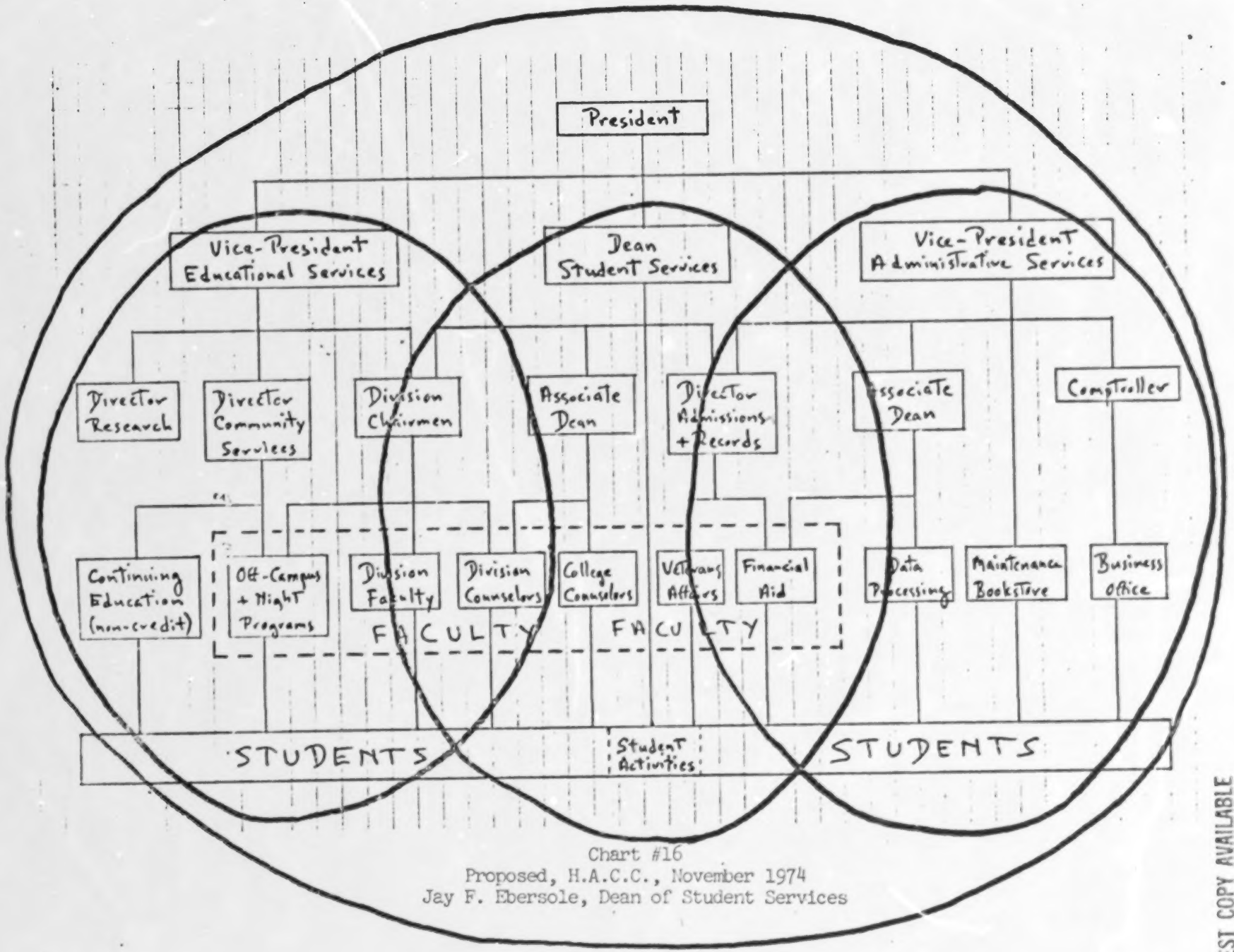

Chart #16
Proposed, H.A.C.C., November 1974
Jay F. Ebersole, Dean of Student Services

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20. Richardson, Blocker, Bender, op. cit., p. 120f.
21. Cf. Blocker, Richardson, Plummer, op. cit., pp. 176-179.

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